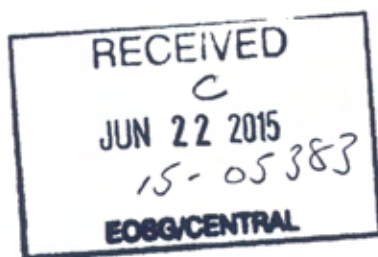


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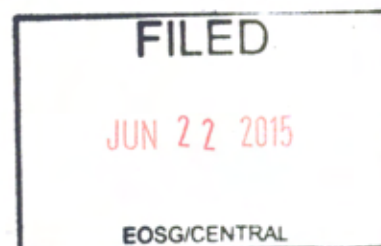
Note to Mr. Eliasson

Report of the Secretary-General on MONUSCO

1910415

1. Please find attached the draft progress report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The report is being submitted pursuant to paragraph 43 of Security Council resolution 2211 (2015) and covers major political and security developments in the Democratic Republic of the Congo (DRC), including with regard to the implementation of national commitments under the Peace, Security and Cooperation (PSC) Framework for the DRC and the region, an assessment of the ongoing outcomes of the strategic dialogue between the Government and MONUSCO, as well as progress made by the Mission in implementing its mandate. It was prepared in close consultation with MONUSCO, the country team and the Integrated Task Force.
2. The draft report highlights the tense political situation in the DRC ahead of the 2016 national elections and the ongoing decentralization process. Signs of dissent within the Presidential Majority (PM), the shrinking of political space, the lack of consensus between the opposition and the PM on the electoral calendar and delays in the electoral process are identified as factors that could undermine political stability. Also, the consultations launched by President Joseph Kabila and his offer to hold a political dialogue in the context of the electoral process were rejected by most leaders of opposition political parties, who viewed the initiative as an attempt to delay the holding of the 2016 elections. This situation is compounded by the slow progress in the implementation of national commitments under the PSC Framework. While progress was made in establishing two key institutions (the Constitutional Court and the National Human Rights Commission) in the area of the rule of law, a comprehensive reform of the security sector, notably the army and the judiciary, continued to lag behind.
3. The draft report also notes steps taken by the Government of the DRC to enter into a strategic dialogue with MONUSCO with a view to jointly develop a strategy for the gradual and progressive exit of the Mission. As a first step, the joint assessments of the security situation were conducted in eastern DRC (Katanga, North Kivu, Province orientale and South Kivu). Once agreed, this should provide a solid basis on which to determine objective criteria that would guide the exit strategy. The Secretary-General is expected to apprise the Security Council of the main findings and recommendations of the joint assessments in his report in September.
4. Regarding the security situation, the draft report notes in particular the precarious situation in North Kivu and northern Katanga. In North Kivu, there were deadly attacks of the Allied Democratic Forces (ADF) against defenceless civilians, the *Forces armées de la République démocratique du Congo* (FARDC) and MONUSCO troops. Although the armed group has been weakened by heavy losses, including the killing or arrest of a number of its top commanders, it retains the capacity to commit atrocities. FARDC operations against the *Forces démocratiques pour la libération du Rwanda* (FDLR) in North Kivu continued but at a slow

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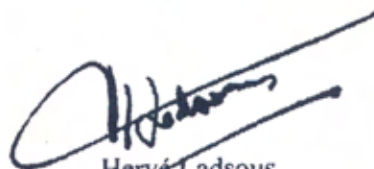


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pace, with the FDLR regaining control of some of the locations it had previously lost to the FARDC. Despite the military pressure exerted by the FARDC, the FDLR has continued to commit human rights abuses. Cooperation between MONUSCO and the FARDC in operation Sukola I against the ADF continued, although some of the operations were conducted by the FARDC unilaterally. In North and South Kivu, support of MONUSCO to the FARDC operations against the FDLR remained suspended. In northern Katanga, the report points out the dire security and humanitarian situation in the territories of Pweto and Nyunzu as a result of the continued activities of the Mayi-Mayi Kata-Katanga and the inter-communal violence between Twa and Luba self-defence groups. One of the major developments on the security front were FARDC operations, supported by MONUSCO ground and air forces, against the *Forces de résistance patriotiques de l'Ituri* (FRPI), in Ituri district, Province Orientale. Military operations were launched against the FRPI on 3 June as it had put forward unrealistic demands for its surrender, employed delaying tactics and posed a direct threat to civilians in the area.

5. In the observations section, the report recommends that political actors take initiatives aimed at ensuring consensus around the electoral calendar and guaranteeing a credible, inclusive and transparent electoral process. The report also encourages the Government to uphold the civil and political rights of citizens and open the political space. On the strategic dialogue between the Government of the DRC and MONUSCO, the report encourages the Government to pursue discussions with the United Nations in a spirit of mutual trust and confidence. Concerning the security situation, the report calls for the resumption of full cooperation between the FARDC and MONUSCO Force to allow for optimal results in operations against the ADF, the FDLR and the FRPI, which continue to represent a serious threat to the civilian population. Furthermore, the report underscores the need to address swiftly the regional dimension of the situation in eastern DRC through, inter alia, completion of the implementation of the Nairobi Declarations, including the repatriation of ex-*Mouvement du 23 mars* elements from Rwanda and Uganda and the full implementation of commitments contained in the PSC Framework.

6. The report is due to the Security Council on 29 June. We would be grateful if you could submit it for the approval of the Secretary-General at your earliest convenience. The Security Council intends to take up the report on 15 July. Special Representative Martin Kobler is expected to brief the Council.


Hervé Ladsous
19 June 2015

cc: Mr. Feltman
Mr. Khare

Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

I. Introduction

1. The present report is submitted pursuant to paragraph 43 of Security Council resolution 2211 (2015). It covers major developments in the Democratic Republic of the Congo since my report of 10 March 2015 (S/2015/172), including with regard to the situation on the ground and progress made by the Democratic Republic of the Congo in the implementation of its commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region (PSC Framework); the electoral process; and progress made by the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) in implementing its mandate, including an assessment of the outcomes of the strategic dialogue with the Congolese authorities on the exit strategy of MONUSCO.

II. Major developments

A. Political developments

2. The political situation remained tense in the context of the electoral process. As outlined in my last report, the electoral calendar published by the Commission électorale nationale indépendante (CENI) was criticized by some political parties from the opposition questioning its feasibility. Concerns were echoed by some political actors from the ruling coalition. On 5 March, a group of seven political parties from the Presidential Majority, referred to as “G7”, reportedly addressed a letter to President Joseph Kabila raising concern about a number of issues related to the electoral and decentralization processes, while calling for an internal debate. A debate to discuss the concerns raised by the “G7” took place in the National Assembly from 17 to 18 April, although it did not result in any formal decisions or recommendations to the Government.
3. On 2 May, at the request of President Kabila, Kalev Mutond, the General Administrator of the Agence nationale de renseignements (ANR) initiated consultations with national stakeholders from across the political spectrum aimed at initiating a national dialogue. On 14 May, President Kabila reportedly clarified during a meeting with the Presidential Majority that the objectives of the dialogue were: a) the consolidation of peace and security, b) continued economic stability and c) national unity during the electoral period. Many opposition political parties, including the Union pour la nation congolaise (UNC) and the Mouvement de libération du Congo (MLC) declined to participate in the dialogue, which in their view risks delaying the 2016 presidential and legislative elections. There were divergent views within the Union pour la démocratie et le progrès social (UDPS) on whether or not to participate in the dialogue. However, on 1 June, the UDPS announced that it would not take part in the dialogue, arguing that one of the pre-conditions for its participation, the involvement of an international mediator, possibly my Special Representative for the Democratic Republic of the Congo, Martin Kobler, had not been met.

4. On 1 June, President Kabila launched consultations with a range of stakeholders and held a series of meetings with religious leaders. In a statement issued on the same day, the Conférence nationale épiscopale du Congo (CENCO) welcomed President Kabila's dialogue initiative and stressed the need to reach consensus with regard to the electoral calendar, while ensuring respect for the Constitution. On 2 June, Archbishop Laurent Monsegnwo Pasinya echoed the need to respect the constitutional timelines for the elections and to avoid any transitional government arrangement. On 11 June, in Kinshasa, President Kabila met with the diplomatic corps, including my Special Representative to brief on consultations he was holding with national stakeholders regarding the electoral process.
5. In March, allegations surfaced on the presence of a mass grave in Maluku commune, Kinshasa province and raised concern among civil society and opposition leaders as well as human rights observers. On 12 April, Vice Prime Minister and Minister of the Interior Evariste Boshab and Minister of Justice Alexis Tambwe Mwamba confirmed that 421 bodies had been buried in a mass grave and that they contained the bodies of destitute or abandoned persons and unborn babies. The Government opened a judicial investigation into the mass grave. Judicial and administrative investigations into the case are being conducted by the Congolese authorities, with the support of MONUSCO. However, concerns persisted that the bodies buried in Maluku may belong to individuals who had been killed during the "Likofi" operation over the period November 2013 – February 2014, as well as to individuals killed during the January 2015 demonstrations and taken away from morgues of hospitals in Kinshasa with the intention of dissimulating the killings.
6. The CENI continued preparations for the local and provincial elections scheduled for 25 October. The main activities included the registration of candidates for provincial elections and the refining of the list of electoral districts to be included in the draft law on seat allocation for elected local and municipal bodies. As of 9 June, a total of 6, 287 applications were submitted to the CENI, including 5, 720 from political parties, 85 from coalitions and 482 from independent candidates. The total number of candidates registered for provincial elections stands at 19,669, of which 12 percent are women.
7. Some delays were registered by the CENI in the completion of key tasks in accordance with the electoral calendar. Among others, the Government's general disbursement plan for the electoral process, which was to be updated by 22 February, is still under discussion by the Government. The cost of the electoral process is now estimated by the Government at some USD 900 million (down from USD 1.1 billion), most of it to be funded by the State treasury. However, on 14 May, the CENI received from the Government USD 20 million (out of USD 43 million expected to be disbursed in March). The procurement centre, which was to commence operations on 1 March, has not yet been established by the Government. The draft law on the allocation of seats for the elected local bodies based on the number of voters per electoral districts, expected to be promulgated by 20 April, has only been submitted to the National Assembly on 5 June. On 16 June, the National Assembly rejected the draft law on the ground that its provisions violated the Constitution by excluding some eight million voters who have reached civil majority since the 2011 national elections.

8. The Constitutional Court provided for by the 2006 Constitution was installed with the swearing-in of its nine members on 4 April. The installation of the Constitutional Court is an important step as this is the body which is mandated to adjudicate any dispute related to the upcoming presidential and legislative elections. In addition, the nine members of the National Commission for Human Rights (CNDH), including four women, were appointed by the National Assembly on 1 April and confirmed by the Presidential Decree. On 24 April, the CNDH, with the support of MONUSCO, adopted its Internal Rules and Regulations, which are to be submitted to the Constitutional Court for review.

B. Progress in the implementation of national commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region

9. On 12 May, the mandate of the National Oversight Mechanism (NOM) was extended for an additional year through a presidential decree. From 3 to 4 June, in Kinshasa, the NOM and the Ministry of Planning convened a high-level seminar aimed at fostering high-level policy dialogue between the Government and development partners, strengthening ownership by national authorities, and identifying priority actions and specific measures for the timely and effective implementation of national commitments under the PSC Framework. MONUSCO and the Office of my Special Representative for the Great Lakes Region supported and took part in this initiative.

Decentralization

10. Further progress was made to move the decentralization process forward, following the promulgation of the legislation redefining the provincial boundaries and subdividing the eleven provinces into 26 decentralized territorial entities as provided for in the 2006 Constitution. On 13 April, Prime Minister Augustin Matata Ponyo signed two decrees establishing the commissions tasked with the creation of new provinces and appointing their members. The commissions are to initiate the administrative establishment of the new provinces within 30 days and complete the task within 120 days. However, there were delays in the deployment of the members of the commissions to their respective provinces due to financial constraints. On 15 June, the Parliament adopted the draft law on the Caisse nationale de péréquation. Its establishment will be an important step in the decentralization process. The 2006 Constitution established that provinces would receive 40 per cent of tax revenues. Of this amount, they would then allocate 10 per cent to the Caisse nationale de péréquation and 40 per cent to the decentralized territorial entities. The Caisse nationale de péréquation is expected to play an important role in the establishment of the new provinces, including by ensuring public investments in development programmes and a more equitable distribution of the national wealth.
11. The decision of the Government to advance the process of establishing the new provinces within 120 days, while at the same time organizing local and provincial elections, raised some concern with regard to the capacity of the Government to put in place, simultaneously with the ongoing electoral process, the establishment of the new territorial entities within the foreseen timelines and to fund them adequately. The decentralization process continued to accentuate

divisions at the provincial level, between its supporters and opponents, while increasing tensions among communities in certain areas.

C. Security situation in the eastern Democratic Republic of the Congo and operations against armed groups by national security forces

12. In North Kivu, the Allied Democratic Forces (ADF) continued to pose a significant security threat in Beni territory, with increasingly deadly attacks against the civilian population, the Forces armées de la République démocratique du Congo (FARDC) and MONUSCO. The FARDC-led operation Sukola I registered some progress, notably the clearing of one of the group's main camps, with MONUSCO support, during which the newly appointed operations commander was killed. Since 1 April, a total of five ADF elements have been killed and five others captured by the FARDC. However, in spite of these gains and the arrest in Tanzania on 20 April of the ADF leader, Jamil Mukulu, the ADF maintains its destructive capacity. It continues to operate in small groups, attacking defenceless civilians to instil fear, while perpetuating insecurity and diverting the operational focus of the FARDC and MONUSCO. Between 1 April and 2 June, the ADF reportedly killed 33 civilians, bringing the total number of civilians killed since October 2014 to 347, and carried out at least four ambushes, which resulted in the killing of five FARDC soldiers. On 4 May, alleged ADF elements fired upon a MONUSCO helicopter carrying the Force Commander, which was forced to make an emergency landing. On 5 May, a group of suspected ADF ambushed a MONUSCO patrol between Oicha and Eringeti, killing two Tanzanian peacekeepers and injuring 13 others. Two civilians were also killed.
13. On 8 April, the FARDC announced that during Sukola II operations, 14 localities in and around the Virunga National Park, in North Kivu, and 21 localities in South Kivu, formerly occupied by the Forces démocratiques pour la libération du Rwanda (FDLR), had been liberated and that 162 FDLR had been captured, 62 surrendered and 13 killed. MONUSCO has not been able to verify these figures. Despite progress in dislodging the FDLR from some of its strongholds, the command and control structures of the group remain largely intact as operations have not yet moved to the areas in North Kivu where the FDLR leadership is concentrated. Also in the area of operations, the FDLR have generally dispersed into small groups to avoid confrontation. Reportedly, in both North and South Kivu the FDLR have been returning to areas previously cleared, as the FARDC are finding it increasingly difficult to effectively hold the ground and at the same time continue with operations. In North Kivu, the FDLR have been observed returning to the areas northeast of Nyanzale, on the edge of the Virunga National Park, and around Tongo and Mweso, in Rutshuru territory. In South Kivu, FDLR elements have allegedly begun returning to mining areas in Mwenga territory and have resumed illegal taxation.
14. The FDLR continued to be active across both provinces and to commit human rights abuses against the civilian population. In North Kivu, the FDLR remained active in the territories of Lubero, Masisi, Nyiragongo and Rutshuru, with an increase in banditry and extortion acts, especially as their revenue generating activities in the Virunga National Park have been disrupted by the operations. On 26 May, around 30-50 houses in Kiseguru village were

systematically looted by suspected FDLR elements. Furthermore, small groups of FDLR increased attacks on FARDC outposts in Rutshuru territory, possibly to re-establish their freedom of movement or to capture supplies and weapons. In South Kivu, the FDLR continued to commit human rights abuses as well as other acts of banditry especially along the Mwenga to Bukavu axis and in isolated villages and around artisanal mining sites.

15. Also in North Kivu, there has been a significant deterioration of the security situation along the road from Goma to Rutshuru, with increasing incidents of armed robbery, murder and kidnappings. On 8 April, a MONUSCO night patrol was fired upon by unidentified elements in Rutshuru territory, injuring six peacekeepers. On 21 and 23 April, two anti-tank mines were discovered on the road from Goma to Rutshuru. On 23 April, three United Nations Mine Action Service (UNMAS) contractors were kidnapped by unidentified armed men, and later released on 28 April. On 10 May, the North Kivu Governor publicly stated that there had been 100 separate cases of kidnapping since October 2014 in Nyiragongo and Rutshuru territories and called for action by the national authorities.
16. In South Kivu, in Fizi territory, there were continued skirmishes between Mayi-Mayi Yakutumba and the FARDC. In Kabare, Kalehe, Shabunda and Walungu territories, Mayi-Mayi Raia Mutomboki factions remained active with reports of harassment of the population, abductions, lootings, extortion and rapes in the vicinity of mining sites. On 1 and 2 May, Mayi-Mayi Raia Mutomboki elements launched a violent attack on Kikamba village, in Shabunda territory during which serious allegations of mass rapes were reported. MONUSCO is conducting an investigation into the allegations. Clashes between Mayi-Mayi Raia Mutomboki and the FARDC also caused the displacement of the population in these areas.
17. In Ituri district, Province orientale, the security situation remained precarious. The Forces de résistance patriotiques de l'Ituri (FRPI) continued their activities in the Gety and Aveba areas, with increased reports of human rights abuses, which include a number of allegations of rapes and gang rapes. From 1 April to mid-May, the FRPI reportedly committed 50 separate human rights abuses, with more than 200 victims, including 26 cases of rape, 19 murders and over 20 instances of looting and destruction of property. On 10 May, FRPI elements attacked two villages, looting goods and allegedly raping 15 women. Also during this period, the FRPI were generally more aggressive towards the FARDC and MONUSCO. On 20 March, suspected FRPI elements opened fire on a MONUSCO helicopter on reconnaissance near Gety. On 8 May, FRPI elements launched an attack on an FARDC camp southeast of Gety, during which three FARDC soldiers were killed.
18. On 17 May, four key FRPI commanders gathered approximately 300 combatants near Bukiringi to surrender. The Minister of Defence, Veterans and Reintegration, along with a number of FARDC generals, travelled to Bunia to secure the surrender of the FRPI. Initially, the FRPI agreed to surrender on 25 May in Aveba. However, negotiations failed, as the FRPI insisted on an in situ integration into the FARDC and amnesty, which were rejected by the Government. The Government then gave the FRPI until 2 June to make a final decision and established a committee of 25 local leaders and representatives to continue the negotiations and secure their voluntary disarmament. However, by the deadline there had been no progress. On 3 June, the FARDC, in cooperation with MONUSCO, launched military operations against the FRPI in Aveba. MONUSCO ground troops and attack helicopters engaged the FRPI in and around

Aveba in support of the FARDC operations. The unarmed Unmanned Aerial Vehicles (UAVs) were deployed to track the FRPI as they left Aveba and the intelligence collected was shared with the FARDC to inform the planning of ongoing operations. As of 15 June, 34 FRPI have been killed and at least 46 confirmed injured during the operations. There were no civilian casualties reported. The FRPI have also started to surrender as a result of the operations, with five FRPI with weapons and 16 without weapons surrendering since the launch of the operation. The operations, at the moment of this report's issuance, are continuing.

19. In Haut-Uélé and Bas-Uélé, there were reports of frequent lootings, banditry acts and short-term abductions of civilians by the Lords' Resistance Army (LRA) elements. The LRA was active mainly in the Azande Hunting Domain, in the area of the Garamba National Park, and on the Dungu-Duru-Nabiapay and Dungu-Faradje-Aba axes. LRA elements carried out attacks on national security forces, killing three FARDC soldiers. LRA elements also abducted at least 41 people using them as porters for looted goods. About 36 abductees were later released. FARDC forces supported by MONUSCO and the United States Africa Command continued to conduct operations against the LRA in the affected areas. MONUSCO also continued its disarmament sensitization campaign to encourage LRA elements to surrender.
20. In northern Katanga, the security situation remained precarious. An increase in the spill-over of FDLR activities from South Kivu was reported under the pressure of Sukola II operations. In Tanganyika territory, there was an escalation in the conflict between the Luba and the Twa communities. On 30 April, near Nyunzu village, Luba self-defence groups called the "Eléments katangais", set an Internally Displaced People (IDP) camp hosting nearly 300 Twa on fire and killed at least 62 civilians. On 2 May, the Eléments katangais targeted MONUSCO, setting the bushes surrounding a MONUSCO deployment on fire, following rumours that MONUSCO was supporting the Twa community. Since January, 221 people from both communities have been killed, 106 people have been wounded and 58 cases of rape were reported. In Mitwaba and Pweto territories there has been a reported decline in the activities of Mayi-Mayi Kata-Katanga following a number of successful FARDC operations that led to the fragmentation of the group and the loss of its central command and control structure. The security situation remains, however, negatively affected by the continued presence of this armed group.

D. Humanitarian situation

21. The humanitarian situation deteriorated in several areas of eastern Democratic Republic of the Congo as a result of significant increases in killings, sexual violence and abductions, especially in Beni and Rutshuru territories. This resulted in limited access to agricultural land for the local population and a rise in humanitarian needs. In turn, increased insecurity hampered humanitarian access to the population of these areas and rendered protection efforts by humanitarian actors very difficult.
22. The total number of IDPs in the Democratic Republic of the Congo is estimated at 2.8 million, and approximately 6.5 million people are in a situation of acute food insecurity. The estimated number of new IDPs in the first quarter of 2015 was 337, 000, with almost two thirds in North Kivu, partially as a result of the launch of the FARDC's military operations against the FDLR in late February. In addition, more than 11, 500 people were newly displaced in Manono and

Nyunzu territories, in Katanga province, in late March, following the escalation of the Twa - Luba inter-communal conflict.

23. As of 31 May, the number of refugees in the Democratic Republic of the Congo almost doubled, rising from 122,000 to an estimated 237, 967. In addition to the 117,000 refugees from Rwanda, there was an influx of 10, 563 refugees from Burundi and an increase from 68, 000 to 84, 281 in the number of refugees from the Central African Republic.

E. Economic developments

24. The Democratic Republic of the Congo has maintained relative macroeconomic stability. According to the International Monetary Fund (IMF), the expected growth rate of the economy in 2015 is estimated at 9.2 per cent, while the annual inflation rate has slightly increased from 0.24 per cent to 1.36 per cent in the second quarter of 2015. However, concerns remain regarding falling commodity prices and the delay of investments of the private sector ahead of national elections in 2016. Furthermore, the DRC still faces many challenges in achieving broad-based and more inclusive growth. Progress towards structural reforms aimed at strengthening the financial sector, improving the business climate through enforcing the rule of law, and strengthening natural resource management through greater transparency and better governance remains critical.
25. As part of its initiatives to improve the regulatory framework of the extractive industries, the Government submitted on 17 March, the draft mining law to the Parliament. In addition to its efforts to improve the traceability of tin, wolframite, coltan and gold extraction in the eastern Democratic Republic of the Congo, the Government facilitated a meeting of the International Conference on the Great Lakes Region (ICGLR) on 17 and 18 April in Kinshasa to discuss ways for a better coordination of activities to fight against mineral fraud and smuggling within the region. The meeting adopted 17 specific recommendations to protect the official trade of minerals in the region and foster regional integration.

F. Regional developments

26. There was limited progress in the implementation of the Nairobi Declarations. A technical mission of the Government of the Democratic Republic of the Congo to Kigali from 20 to 23 April resulted in the voluntary repatriation of 13 out of the registered 453 ex-Mouvement du 23 mars (M23) elements in Rwanda. The handover of the ex-M23 weaponry and military equipment was deferred to a later stage, after the identification of their origin by United Nations conventional arms experts. In order to expedite the repatriation of the remaining ex-M23 combatants from Rwanda and Uganda, the ICGLR decided during an extraordinary summit on 18 May in Luanda, Angola, to establish a mechanism comprising the Democratic Republic of the Congo, Rwanda, Uganda, the African Union, the ICGLR, the Southern African Development Community (SADC) and the United Nations.
27. Following a number of technical meetings, the Joint Democratic Republic of the Congo-Rwanda Border Demarcation Commission commenced in April the construction of 22 border markings in disputed border areas. This may help to reduce border skirmishes and defuse

tensions between the two countries.

III. Mandate Implementation

A. Strategic Dialogue between the Government of the Democratic Republic of the Congo and the United Nations

28. The Government of the Democratic Republic of the Congo and the United Nations undertook effective steps to enter into a regular strategic dialogue to jointly develop a road map and exit strategy for MONUSCO.
29. Four plenary meetings, co-chaired by the Minister of Foreign Affairs Raymond Tshibanda and my Special Representative, were held in Kinshasa on 25 March, 1 April, 8 April and 15 April in the context of the strategic dialogue. Upon the suggestion of the Government, four working groups were established to discuss main issues of concern, including in the areas of strategic review and development of an exit strategy for MONUSCO; elections; human rights and communications.
30. From 21 to 25 April, my Under-Secretary-General for Peacekeeping Operations visited the Democratic Republic of the Congo. He met President Kabila and members of his Government to discuss ways to improve cooperation between the United Nations and the Government and to discuss the way forward with regard to the strategic dialogue and agreement on joint objectives and a roadmap for an exit strategy for MONUSCO.
31. Building on the joint assessment process initiated in 2010, MONUSCO and the Government adopted on 15 April terms of reference to assess the situation in eastern Democratic Republic of the Congo considering aspects related to the security situation, protection of civilians, restoration of State authority and the activities of the FARDC and MONUSCO. On 14 May, joint provincial teams commenced evaluations in conflict-affected territories in North Kivu, Katanga, Province orientale and South Kivu. From 25 to 30 May, a team from Kinshasa visited Bunia, Goma and Kalemie, and received briefings from all provincial teams. It comprised 16 MONUSCO and Government representatives, including from the Ministry of Foreign Affairs, the Ministry of the Interior, the FARDC, the Police nationale congolaise (PNC) and intelligence services. Cooperation between MONUSCO and national and provincial Government representatives was excellent throughout the assessment exercise. The team is currently finalizing the joint report for submission to the plenary.
32. The issue of the resumption of support to FARDC operations against the FDLR was raised in a number of meetings with the Government in the context of the dialogue. Discussions continue with a view to resolving the differences between the Government and the United Nations in this regard.
33. With regard to next steps, the joint assessment of the security situation in the eastern Democratic Republic of the Congo – once agreed upon by both the United Nations and the Government – should provide a solid basis for further discussions with regard to other aspects relevant to reducing the risk of instability as outlined in paragraph 6 (b) of Security Council

resolution 2211 (2015) and help determine targets that would trigger the gradual and progressive reduction of MONUSCO's Force.

B. National processes and the good offices role of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Elections

34. In keeping with its good offices mandate, MONUSCO intensified contacts with a range of actors from across the political spectrum and civil society in the context of the electoral process. MONUSCO also continued assisting the CENI in enhancing dialogue with political parties through the CENI's Consultative Framework Committee and sensitized women's associations and political parties to increase the participation of women in the upcoming elections. The Mission also provided limited technical assistance to the CENI in establishing a system for the registration of candidates and a system to identify voters in their respective electoral districts. The United Nations Development Programme (UNDP) continued to provide technical assistance to the electoral process. The *Projet d'assistance au cycle électoral (PACEC)* remains largely unfunded and non-operational.

Security sector reform

35. MONUSCO made further efforts to enhance coordination of the assistance provided by international partners through its regular strategic coordination mechanisms and informal sectorial contacts. The Mission continued exchanges with a range of Government interlocutors to ensure a common understanding of the challenges ahead, while providing coherent support and technical advice.
36. In the absence of a comprehensive national security sector reform strategy and roadmap, specific activities in the areas of justice, defence and police reform have been conducted in accordance with relevant action plans. In particular, MONUSCO continued to promote civil-military relations by supporting the "Service d'éducation civique, patriotique et de l'action sociale", a body of the FARDC dedicated to raising awareness within the armed forces about of human rights, child protection, gender and sexual violence.
37. MONUSCO sought to further increase the visibility and capacity of the *Inspection générale de la police*, the internal control body of the PNC, to process complaints filed by victims and their relatives. Although MONUSCO supported efforts to reform the management of human resources in the PNC and to develop a national training curriculum, financial constraints and limited accountability hampered progress. In support of the PNC, the United Nations Police (UNPOL) trained 268 cadets in basic police duties, 328 in public order management, code of ethics and human rights principles and 15 in information gathering and analysis. UNPOL, in collaboration with the Technical Group for Elections Security, organized a training workshop on administrative rules and regulations of public order management for ten PNC Deputy Provincial Commissioners. A total of 96 joint UNPOL-PNC patrols were organized to monitor and mentor the units under their command in North Kivu and South Kivu.

38. MONUSCO supported the organization of the *Etats généraux de la justice*, a national conference intended to assess the state of the justice system. Some 300 experts and civil society representatives developed recommendations to improve the functioning of the national justice system in accordance with international standards. MONUSCO and UNDP, through the Joint Justice Support Programme, provided technical assistance to the Steering Committee established by the Minister of Justice and Human Rights to monitor the implementation of the recommendations that should eventually inform a justice and corrections reform strategy to be developed.

Regional dimension

39. MONUSCO continued to work closely with the Office of my Special Envoy for the Great Lakes Region including through facilitating the preparations of the Great Lakes Private Sector Investment Conference tentatively scheduled for early 2016. The Mission also supported the organization of the Inaugural Grantee Convening of the PSC Framework Women's Platform in Goma, from 13 to 15 May. The meeting was organized by the Office of my Special Envoy for the Great Lakes Region and brought together 60 women leaders representing 35 grassroots organizations from Burundi, the Democratic Republic of the Congo, Rwanda and Uganda who deliberated on a common agenda to enhancing regional peace processes.

Consolidation of State authority and stabilization

40. Some progress was registered in efforts to stabilize eastern Democratic Republic of the Congo. On 8 April, the Programme national pour la stabilisation et la reconstruction des zones sortant de conflits armés (STAREC) Steering Committee, chaired by the Minister of Planning, validated the Provincial Stabilization Strategies and Action Plans for North Kivu, Province orientale and South Kivu. Under the International Security and Stabilization Support Strategy (ISSSS), the United Nations Peacebuilding Fund (PBF) pledged additional resources to catalyze increased donor engagement. At the request of the Minister of Planning, MONUSCO supported the development of a number of legal documents (draft decrees, internal rules of procedures) to improve the functioning of State structures, at the national and provincial levels, in the stabilization process.
41. STAREC partners, supported by MONUSCO, launched programmes to mobilize resources to address conflict drivers in priority areas. In Mambasa, Ituri District, Province orientale, a series of dialogue sessions, funded by the PBF, took place bringing together representatives of the territorial administration, national security forces and local communities to discuss issues of land, identity, mining and forestry.
42. MONUSCO supported the national police in re-establishing 35 police stations in former FDLR and ADF-held areas in Beni, Eringeti, Oicha and Rutshuru. Islands of stability have been established in Erengeti, Kamango, Luofo, Mambasa, Masisi, Rutshuru, Sange and Walikale. Approximately USD 4 million in Quick Impact Projects funds have been committed to projects in the islands of stability, primarily in support of national police, justice and corrections institutions and community projects.

C. Protection of civilians and neutralization of armed groups

43. With a view to enhancing its efforts to protect civilians and reducing the threat posed by the ADF, MONUSCO reinforced its presence in the Beni area. In support of the FARDC, MONUSCO conducted aerial reconnaissance to gather information about ADF installations and possible hideouts. MONUSCO supported operations by the FARDC against the ADF in the area, including through providing fire support, while continuing to conduct patrols with a particular focus on areas identified as ADF movement corridors. In the period under review, the FARDC destroyed an ADF camp with MONUSCO support and neutralized at least one senior leader. MONUSCO reinforced and intensified joint Formed Police Unit - PNC patrols in the Beni area.
44. MONUSCO continued to support the establishment and operation of 56 Community Alert Networks and 80 Local Protection Committees in conflict affected areas in Eastern Democratic Republic of the Congo that helped to mitigate protection of civilians risks through enhanced cooperation with local security services, local authorities, civil society, and local communities. MONUSCO responded, alone or in support of the FARDC, the PNC or local authorities, to 118 protection alerts out of 188 received from local Community Alert Networks, effectively deterring the perceived threat or leading to the arrest of the perpetrators. In some 70 cases, it proved impossible to respond due to the inaccessibility of the location, late receipt of the alert or imprecise information.
45. In North Kivu, MONUSCO conducted operation "Safe Rutshuru", increasing its troop presence to deter attacks by armed elements and groups. MONUSCO provided escorts to commercial transports in areas of concern.
46. In Ituri district, Province orientale, MONUSCO supported the Government in negotiations with the FRPI. When negotiations broke down, MONUSCO supported the FARDC in militarily engaging the armed group, while continuing non-military measures to encourage the FRPI to surrender.

D. Transformation of the Force

47. Further to the recommendation of the Strategic Review and as requested by Security Council resolution 2211 (2015), MONUSCO is developing measures to maximize the flexibility of its Force to respond more effectively to evolving challenges on the ground. This entails the creation of rapidly deployable battalions, as well as a set of measures aimed at modernizing the Force. Efforts are underway to determine mobility requirements based on a needs assessment, including utility helicopters to ensure rapid deployment and to assess intelligence capabilities. MONUSCO is also in the process of reducing its troops in accordance with resolution 2211 (2015). To date, some 850 military personnel (out of at least 2,000 to be reduced) have already been repatriated. The reduction and transformation of the Force will require enhanced coordination and cooperation with the FARDC in particular in areas where MONUSCO troops are being reduced in order to avoid security vacuums.

E. Safety and security of United Nations personnel within the context of operations of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

48. MONUSCO concluded that, in the period under review, military operations did not result in any discernible increase in threats to United Nations personnel, but the Mission relocated non-essential staff from Beni and took relevant risk mitigating measures to address local changes in the security situation in certain areas such as Beni. The Mission also reviewed its operations and procedures in light of the ADF attacks on peacekeepers on 5 May.

F. Monitoring the implementation of the arms embargo

49. MONUSCO continued efforts to monitor the arms embargo including through supporting the Group of Experts established by resolution 1533 (2004). Relevant information on flows of military personnel, arms or related materiel across the eastern border of the Democratic Republic were shared with the Group of Experts.

G. Disarmament, demobilization and reintegration/repatriation and resettlement

50. The third phase of the Programme national de désarmement, démobilisation et réintégration III (PNDDR III) was officially launched by the Minister of Defence in Kitona, Bas-Congo on 16 May and in Kamina, Katanga on 21 May. So far, the Government has released USD 1.5 million of its pledged USD 10 million contribution, while it has reiterated its intention to honour its full pledge. When new ex-combatants surfaced in the context of operations against armed groups in Ituri and the Kivus, the Government expressed its intention to release additional funds to accommodate new surrenders. The Unité d'exécution du Programme national de désarmement, démobilisation et réintégration (UEPNDDR) is now providing food and medical support in the FARDC transit camps and processed demobilization and disarmament certification. By 12 June, the UEPNDDR demobilized 1,329 ex combatants in Kamina and 1,130 in Kitona. The UEPNDDR also conducted triage, including by separating children; foreign ex-combatants and refugees, while referring mental health cases to specialist services.
51. MONUSCO continued to support efforts to encourage the disarmament of foreign and Congolese combatants in eastern Democratic Republic of the Congo. By 11 June, 212 members (46 male ex-combatants, 147 children associated with the armed groups and 19 dependents) of Congolese armed groups and 113 members (51 male ex-combatants, four children associated with the armed groups and 58 dependents) of foreign armed groups voluntarily entered the disarmament, demobilization, reintegration, repatriation and resettlement programme. Of these former members of Congolese and foreign armed groups, 97 were male combatants, including 64 from the FDLR, while 151 were children associated with armed groups and 77 were dependants. As of 11 June, 326 FDLR former combatants and 1,078 of their dependents who had voluntarily disarmed remained in assembly camps in Kanyabayonga, in North Kivu, Kisangani, Province Orientale and Walungu, in South Kivu.

H. Mine action

52. UNMAS conducted activities to clear unexploded ordnance throughout the MONUSCO area of operation. UNMAS conducted clearance in 68 areas of concern in North Kivu and Province orientale, destroying 192 items of explosive remnants of war and 3,694 small arms and ammunition. On 21 and 23 April, UNMAS destroyed in situ two newly laid anti-tank mines on the Goma-Rutshuru road.

I. Promotion and protection of human rights and the fight against impunity

53. The human rights situation remained of concern. In the eastern part of the country the human rights situation continued to be marked by conflict and by violations committed by armed groups and the FARDC, often during operations. The situation in the western provinces, and particularly in Kinshasa, was more affected by the restriction of political space and violations of fundamental freedoms, including freedoms of expression, association and peaceful assembly.
54. Between March and May, almost 60 per cent of a total of 810 human rights violations registered by the United Nations Joint Human Rights Office (UNJHRO) were perpetrated by different armed groups, while approximately 40 per cent were committed by State agents. Amongst the State agents, FARDC soldiers were responsible for the highest number of human rights violations, a total of 104, whilst PNC agents allegedly committed 89.
55. FRPI elements were responsible for the highest number of violations committed by a single armed group during the reporting period, totalling 76 human rights violations. The high number of violations committed by the group is partly a result of the failed negotiations for the group to surrender following the arrest of the leader of the group, Justin Matata Banaloki, alias Cobra Matata in January 2015 as well as a certain radicalization of the group.
56. In the context of the electoral process, MONUSCO noted the increased restriction of fundamental freedoms and political rights, targeting mainly political opponents, human rights defenders and media representatives. At least four violations of the right to liberty and security of the person resulting in 45 victims, one violation of the right to physical integrity resulting in four victims and four violations of the right to peaceful assembly have been documented in Kinshasa and Goma. On 15 March 2015, in Kinshasa, at least 30 persons were arrested by state agents during a workshop organized by the civil society platform "Filimbi" to encourage the participation of the youth in the democratic process in the Democratic Republic of the Congo. Since then, most have been released, while others have been transferred to Makala central prison, in Kinshasa, charged with different offenses. The Burkinabè and Senegalese activists who took part in the workshop were expelled from the country. MONUSCO also continued to follow-up the case of other prominent human rights defenders and political activists who were arrested during the demonstrations of January 2015, advocating for them to be put under judicial oversight and the respect of due process.
57. MONUSCO Prosecution Support Cells (PSCs), with the support of UNDP, assisted nine investigation missions and ten mobile courts in Katanga, North Kivu, Province orientale and

South Kivu. They also continued to provide extensive technical support to the military justice authorities in North Kivu for their ongoing investigations into the crimes allegedly committed by the ADF in the Beni and Oicha areas in recent months.

58. MONUSCO corrections staff co-located in the prisons continued to support the administration in ensuring that penitentiary institutions are safe, secure and protect the rights of detainees. In support of the professionalization of the management of prisons, MONUSCO assisted in the training on incident management of 187 officers, including 30 trainers and 18 women.

J. Sexual violence

59. MONUSCO recorded 65 victims of sexual violence in conflict during the period under review. Fifty were allegedly raped by armed groups, with FRPI responsible for 33 victims, most of them gang raped during several incidents in Irumu territory, Province orientale. MONUSCO received reports of serious allegations of extensive sexual violence by members of self-defence groups, in the context of Twa-Luba inter-communal conflict in northern Katanga. Insecurity in the area has prevented MONUSCO from verifying reports of sexual mutilation of predominantly men and rape of mainly Luba women by Twa elements.
60. The Mission continued to support the Government's efforts to combat sexual violence, with the Government convening the initial meetings of the Monitoring Committee on the FARDC Action Plan against sexual violence. Pursuant to the three-month work plan, ten senior FARDC commanders signed a personal commitment to fight actively against sexual violence in their units.

K. Child protection

61. MONUSCO facilitated the separation of 431 children (14 girls and 417 boys) from armed groups, including seven Rwandan nationals. The majority of children had been recruited by the FDLR (286), followed by Mayi-Mayi Nyatura (42) and the FRPI (13). They include 62 children formerly associated with armed groups detained by the FARDC and separated by MONUSCO. Persistent insecurity and lack of sustainable reintegration in areas where children are reunited poses a high risk of re-recruitment by armed groups. During the reporting period, in eastern Democratic Republic of the Congo, 34 child casualties (16 girls and 18 boys) of conflict related violence were documented.
62. In line with the Government of the Democratic Republic of the Congo - United Nations Action Plan to end and prevent child recruitment by armed forces, the Mission identified only one child after screening 7,843 FARDC troops.

IV. Observations

63. I welcome President Kabila's efforts to reach out to political opposition and other national stakeholders. I urge all the concerned actors to continue exploring political initiatives with a

view to building consensus around the unfolding electoral process. I call on all parties to work together to resolve differences in a peaceful manner and create the conditions for a credible and inclusive electoral process. This will require providing the political space needed for a peaceful and credible electoral process, including through respect for the freedoms of assembly and expression. It is now essential for the parties and national institutions to ensure that any issues, which could undermine the credibility of the process, will be addressed so that elections can take place in accordance with the Constitution. While the challenges in completing the technical processes ahead are not to be underestimated, I am convinced that they can be overcome through the proactive engagement of Congolese stakeholders, with the support of the international community. I encourage the Government to put in place as soon as possible an adequate electoral budget and conduct a credible update of the electoral register to ensure the successful and timely holding of elections. I also encourage the Government and my Special Representative to continue advocating with political parties to increase the proportion of women both as voters and candidates for elected positions.

64. I am encouraged by the effective steps taken by the Government to enter into a regular strategic dialogue with MONUSCO to improve cooperation and jointly develop an exit strategy for the Mission in accordance with resolution 2211 (2015). The resumption of the joint assessment process initiated in 2010 should lead to a common understanding of the main threats and challenges facing conflict affected provinces in eastern Democratic Republic of the Congo and provide a solid basis for the next steps of the discussions, including about political aspects and specific indicators that would trigger a reduction of the MONUSCO Force. I encourage the Government to pursue discussions with the United Nations in a spirit of mutual trust and confidence. This dialogue should be viewed as an opportunity to redefine the partnership between the United Nations and the Government and improve cooperation, which would greatly facilitate the transfer of responsibilities from MONUSCO to the Government and the Mission's exit. I intend to submit recommendations in this regard in my next report to the Security Council.
65. I am nevertheless concerned about the continuing violence in the eastern Democratic Republic of the Congo, in particular the atrocities perpetrated by various armed groups. I condemn in the strongest terms the senseless attacks committed by the ADF against defenceless civilians in the Beni area, while inflicting heavy casualties on the FARDC. I strongly condemn the killing on 5 May of two United Nations peacekeepers from the United Republic of Tanzania and the wounding of 13 others when a MONUSCO convoy came under fire from suspected ADF elements. I offer my sincere condolences and sympathy to the bereaved families and the Government of Tanzania. The United Nations remains committed to taking all necessary actions in line with Security Council resolution 2211 (2015) to protect civilians and neutralize armed groups in eastern Democratic Republic of the Congo. While I commend the continued efforts of the Government to conduct military operations against the FDLR, I hope that outstanding issues will soon be resolved and full security cooperation between the FARDC and MONUSCO can resume in this regard. Addressing the issue of the FDLR is a shared priority objective. Enhanced cooperation between the FARDC and MONUSCO would not only benefit the local population but also accelerated progress in reducing the threat from armed groups, which has been identified as one of the key criteria guiding MONUSCO's gradual drawdown. FARDC operations against the FRPI, supported by MONUSCO, demonstrate the benefits of enhanced cooperation.

66. As highlighted in previous reports, there are no purely military solutions to the problem of the armed groups in eastern Democratic Republic of the Congo. Achieving durable peace and stability will require addressing the root causes of conflict, which includes extension of State authority, sustainable solutions for former combatants and development. I am encouraged by the recent launch of the PNDDR III and call on the Government to ensure its effective implementation. I encourage other partners to support the creation of sustainable reintegration initiatives to avoid that former combatants take up weapons again.
67. I am encouraged by the fact that human rights violations, including sexual abuse and violence attributable to the security forces, have received more attention by the Congolese authorities. While this underscores the genuine attempts by the Government to fight impunity, more needs to be done. I commend the signing of the "Acte d'engagement" by senior FARDC officers to fight sexual violence and the establishment of the CNDH to safeguard its effectiveness and independence, which is a step in the right direction. At the same time, I regret that Congolese citizens continue to be subject of arbitrary arrests by the security agencies for merely trying to exercise their fundamental constitutional freedoms. I urge the Government to ensure that all those arrested be subjected to judicial oversight and undergo due process and fair trial. I also encourage the Government to hold accountable those members of the security forces allegedly responsible for serious human rights violations during the popular demonstrations of January 2015 and to ensure that security forces refrain from the disproportionate use of force.
68. There will be no solution to the conflict in eastern Democratic Republic of the Congo without addressing its regional dimension. To achieve this, it would be important for the signatories and guarantors of the PSC Framework to demonstrate greater engagement in the implementation of the commitments. I also call on all concerned stakeholders to support the efforts of my Special Envoy to the Great Lakes Region to revitalize the governance structures of the PSC Framework, notably the Regional Oversight Mechanism. Reinforcing judicial cooperation is equally important to ensure that signatory countries do not harbour individuals allegedly responsible for serious human rights violations. The completion of the repatriation process of ex-M23 members and the implementation of the Nairobi Declarations also remain essential in addressing some of the underlying causes of the situation in eastern Democratic Republic of the Congo and the region. I thus encourage the Government to take measures to complete the repatriation of ex-M23 elements from Rwanda and Uganda.
69. In conclusion, I wish to extend my gratitude to my Special Representative for the Democratic Republic of the Congo, Martin Kobler and all MONUSCO staff, the United Nations Agencies, Funds and Programmes, as well as other international and regional organizations and the troop- and police-contributing countries for their active engagement in the Democratic Republic of the Congo in the service of peace.



Fw: 3-2015-14512 - DRS SG Report on MONUSCO

SGCentral to: Hazel Foster
Sent by: Jill Annitto

22/06/2015 08:56 AM

----- Forwarded by Jill Annitto/NY/UNO on 22/06/2015 08:55 AM -----

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Date: 19/06/2015 07:07 PM
Subject: 3-2015-14512 - DRS SG Report on MONUSCO
Sent by: Jean-Daniel Cloutier

Dear colleagues,

Please find attached copy of the above.



Note to DSG.PDF 150617.Draft SG report.Submitted to OUSG.docx

Drafter: Kwami Lavon, ext. 3-1648
Pick up: Ellen Gerlach, 3-0779

Best regards,

Jean-Daniel
3-1214